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The Growth of E-Government in the Government of Yogyakarta City

<http://dx.doi.org/10.18196/jgp.2014.0004>

ABSTRACT

The implementation of e-government is, actually, not a new issue in the government. However, the policy of e-government implementation in many governmental elements, especially in the local government seems to be forced without considering the different readiness levels of the government personnel and the people in each local government. On the one side, many research findings show that the factors of governmental human resources, the public, the infrastructure, and the working practice are still being obstacles to achieve a successful e-government implementation. On the other hand, other research findings also strengthen that in its implementation, e-government has some elements which should be fulfilled. They are e-administration, e-services, and e-society. Three of them are unified elements which support each other in order to realize e-government. Many problems faced by some local governments in implementing e-government, including the government of Yogyakarta City, clarify that there are fundamental problems in realizing the e-government elements which consist of e-administration, e-services, and e-society. For certain governmental institutions, an explanation of the relationship between the implementation of e-government program and many available theories is a valuable contribution to solve inter-elements relationship for realizing good governance, on the one hand, and, on the other hand, it is also beneficial for them to learn best practice for the government in order to achieve good local governance. The results of this study show that the implementation of e-government which requires the availability of e-administration, e-services, and

e-society has been realized by the government of Yogyakarta City. However, although those programs have been realized physically, on the actual, the unpreparedness of the government personnel as well as the public society and also the cultural factors are still being some problems which impede the successful implementation of e-government. In addition, the city government's commitment to keep continuing the easy service development to the community is a key to the implementation of e-government in the scope of city government in Yogyakarta.

Key words: e-government, e-administration, e-services, and e-society

INTRODUCTION

Evans and David (2006) state that e-government is a means which is capable to bridge the communication between the government and the society through the utilization of computer and internet. This statement means that empirically the e-government can create new patterns in terms of system and mechanism of the relationship between the government and the society. E-government consists of some elements. They are e-administration, e-services, and e-society (Heeks in Ndou, 2004). The information system, administration and interaction in the government system which are formerly done manually, by the presence of e-government, have been transformed into digital and unified versions which are online which can be accessed by everyone needed. E-administration is a digital-based system and mechanism of office administration. The implementation of e-administration shows that such system can create a working climate which is more effective and efficient. Through e-administration, all data can be uniformed, unified, and documented in the data base which is more efficient in the use of papers, time and cost.

Then, e-services are digital-based system and mechanism of information service for the public. It means that many kinds of information for the public are no more written in the paper or in letters which should be delivered by letter carriers but it can be announced or delivered directly by using the internet or mobile phone. Meanwhile, e-society is a system and mechanism of

interaction between the government and the public. It means that the communication between the society and the government personnel can be done at anytime and in anywhere by utilizing the digital media or information and communication technology. The presence of e-society indirectly can support the growth of digital-based democracy where the society can convey their arguments, complaints and suggestions for the government freely and easily. Besides, this system indirectly may shorten the bureaucratic service-line in the government.

Empirically, the government of Yogyakarta City has implemented the e-government quite in a long time and in fact the establishment of e-government was not instantly happened. It needs a long process and involves various fundamental changes, either in terms of knowledge, skills, or infrastructures. In addition, the fact shows that, in practice, e-government also involves extended transformation in the society. The main problems which are faced by some regions, including the government of Yogyakarta City, in the implementation of e-government are fundamental problems on the achievement of e-government elements which consist of e-administration, e-services, and e-society. For certain government institutions, an explanation on the relationship between the implementation of e-government program and many available theories are valuable contribution to solve inter-elements relationship for realizing good governance, on the one hand, and it is also beneficial for them to learn best practice for the government in order to achieve good local governance.

The efforts of Yogyakarta City government to develop e-government have been done continuously and comprehensively and by involving a party which has been competent in the field in question, such as Gadjah Mada University (UGM) which has been chosen as the concept creator in setting the master plan for developing e-government. Beside proved by the master plan, the e-government development is also proved from the additional number of computer and interconnected network (internet) facilities. A significant additional number of computers started in 2009 for 577 units, and in 2010 there were 747 units, then in 2011 there were an upgrading and updating computers by eliminating the old ones which could not be used properly. Meanwhile, in terms of interconnected internet, there was bandwidth enhancement from 6 Mbps in 2009, became 8 Mbps in 2010 and enhanced more into 8.5 Mbps in 2011 then

finally in 2012 it became 12 Mbps. Such computer and interconnected internet network provisions is one of Yogyakarta City government's efforts to grow information-technology-based public services which are expected can be more effective, efficient, transparent, and accountable.

Related to the presence of e-government, actually the pioneering development of e-government in the government of Yogyakarta City has been started since 1999 by the establishment of Electronic Data Processing Institution (*Kantor Pengolahan Data Elektronik/KPDE*) which was officially established on 25 October 1999. Firstly, the system which was developed was only electronic-based internal data processing. Along with the development of technology, such condition was then improved. The most significant and rapid development for e-government was seen in 2009, where, at that time, the government reorganized the organizational structure by changing the Local Information Institution (*Badan Informasi Daerah/BID*) into Telematics and Information Technology Unit (*Bagian Teknologi Informasi dan Telematika*) in which its main duty is to develop the information technology, including developing e-government continuously to support the working performances of all Local Government Work Unit (*Satuan Kerja Perangkat Daerah/SKPD*) in the government of Yogyakarta City.

The presence or the growth of e-government is recognized from some indicators which determine its success. The implementation of e-government in the government of Yogyakarta City is potentially beneficial if it is used maximally. However, if it is not utilized maximally, some difficulties will arise which may impede the benefits of the program. Thus, it can be said that, on one side, the implementation of e-government ease all processes in the government. However, on the other hand, it can also complicate the government's working performance generally. This study focuses on the effects which occur as the result of e-government implementation in the government of Yogyakarta City. In this case, this study seeks to answer whether or not such program provides easiness for the public in accessing many kinds of information presented by the city government.

THEORETICAL FRAMEWORK

There are three significant concepts which are employed in this study related to the analysis on how is the implementation of e-government in the government of Yogyakarta City which is capable of gaining some

national achievements. Those three concepts are (1) the concept of government and e-government, (2) the concept of e-government transformation, and (3) the concept of e-culture.

THE CONCEPT OF GOVERNMENT AND E-GOVERNMENT

The concept which will be developed in this study is how is the implementation of e-government in the government of Yogyakarta City which has brought some national achievements. Referring to that notion, there are three concepts as the fundamental concepts to base the notion stated above, i.e. (1) the concept of government, (2) the concept of e-government, and (3) the concept of e-government transformation. Government is an institution in which there are civil servants and bureaucrats, who are closely related to bureaucracy, as its elements. According Asmerom and Reis, nonpolitical government will guarantee the realization of government stability. Thus, an ideal bureaucracy is the one whose employees are neutral (Asmerom and Reis in Zuhro, 2007). However, realizing the implementation of neutral bureaucracy is not easy because bureaucratic culture have been strongly formed in the behavior, custom and mindset of the government personnel.

The presence of information technology is an instrument which is able to realize a neutral and better government because there are spaces to create a transparent, accountable, and measurable bureaucratic performances. Based on the United Nations Division for Public Economics and Public Administration (UN-DPEPA) and American Society for Public Administration (ASPA), related to the implementation of information technology, the government has a role as the ones who set and implement the regulations, the creator and announcer of public services information, the supporter of website utilization to bridge the interaction between the government and the society, and the supporter of the utilization of information technology for administration process (UN-DPEPA and ASPA in Nurmandi, 2007). The governmental bureaucratic organization will always transform along with the problem complexities, especially the ones related to the public services. The existence of e-government is one alternative solution to realize effective, efficient, transparent, accountable, and economical government-to-public services.

There are some definitions of e-government. E-

government is the utilization of technology, especially the internet, as a means of providing services for the people, companies, and other entities (Ibrahim, 2005:240). Meanwhile, another expert defines e-government as a means which is capable of bridging the communication between the government and the society through the utilization of computer and internet. This argument is expanded by the United Nations of Public Administration Network (UNPAN) who states that e-government is the utilization of internet and World Wide Web to give information and services from the government to the society (Evans and David, 2006:209).

On the actual, the implementation of e-government in a certain country or region requires the availability of communication infrastructure, the utilization of information technology by the government, the readiness of human resources in the government, the availability of fund and budget, legal instrument, and paradigm transformation (Indrajit in Ratna, et al., 2004). Besides, the implementation of e-government also requires the aspect of leaders' political will in terms of their commitment, their efforts to allocate the budget, their intention in setting the rules or laws to support the e-government and in starting to implement those rules, their encouragement to support the governmental personnel to learn and change their working performance in accordance with the transformation they want to achieve, and their efforts to put the concept of e-government into a system and an institution in order to make such concept may go on continuously.

The implementation of e-government in the middle of information and globalization era will affect all sectors and it also brings some positive and negative effects. The positive impacts of information and communication globalization are seen more on the border areas near the urban one. This phenomenon is related to the people's education level. Murniatmo (1996) states that the higher people's education level, the higher their capabilities to utilize information technology and to choose the most advantageous rubric.

Related to the concept of e-government, Ibrahim et al., (2005:240) state that e-government is technology, especially internet, utilization as a means to provide public services for the people, companies, and other entities. In addition, there are some steps/models to develop e-government, such as InfoDev model, Howard's model, and Layne and Lee model. Meanwhile, the

elements that should be fulfilled in e-government are e-services, e-democracy, e-commerce and e-management (Sharon in Shahzad and Sandhu, 2007:15). This opinion is similar to Fallahi's argument (2007:9-10) which says that e-government is a means of democracy formation by the help of information technology. In addition, according to Heeks, e-government has three elements, i.e. e-administration, e-services/e-citizen and e-society (Heeks in Ndou, 2004:6). On the other hand, Buckley (2003) delivers a fact that there are four main dimensions which affect the quality of electronic services. They are efficiency, fulfillment, reliability, and privacy while Shachaf and Oltman (2007), in their study, state that the quality of electronic services can be evaluated from the aspect of responsiveness, reliability and courtesy.

The explanations on the concept of e-government stated above show that on the principle, e-government is the utilization of information and communication technology which is capable of bridging the transformation of governmental system from the traditional one to the more modern one which then realizes a transparent and accountable governmental system which is capable of providing a more democratic climate in providing various services for the society through the internet and World Wide Web media. Therefore, in developing e-government, there are some matters that should be put into consideration. They are the procedures of development, the elements within e-government, its quality, and some problems which may impede e-government development.

THE CONCEPT OF CULTURAL TRANSFORMATION

Soemardjan (1986) states that a social transformation within society is preceded by fundamental cultural changes and there is no stand-alone social transformation as it is usually followed by some other changes in the society. The cultural transformations in this twentieth century, among others, are recognized from the unification of formerly separated symbolic and local wisdoms. Then, the bureaucracy takes the benefits of such condition (Kuntowijoyo, 2006:17). Cultural dualism between the Sultan Palace and Villages will be dominated by the culture of Sultan Palace which influence the villages' cultures much but not on the opposite. This phenomenon is similar to the globalization condition which dominates many countries.

In its development, in the modern era which is much

related to the development of information technology, the argument of Weber (1930) on the nature of 'rationality' is emphasized by Gaffar who talks about a supra-rational society, i.e. a society that cannot be influenced by 'meaningless' rhetoric and tinselly propaganda in the mass media (Affan Gaffar in Abrar 2002:17). It shows that the society has been rational, can think thoughtfully, and have been able to consider everything. In essentials, sociocultural transformation in the society is a process which cannot exist instantly and such transformation may occur because of the deliberateness or undeliberateness of those who are in powers. The existence of sociocultural transformation in the society is influenced by some matters, such as political displacement, social changes, and people's economic changes. Meanwhile, one of the elements which also affect the sociocultural transformation in the society is the technology where the presence of technology, especially the information technology with all its various content, may provide more rooms for each individual to think rationally and it supports the realization of supra-rational society.

THE CONCEPT OF E-CULTURE

The concept of e-culture (electronic culture) consists of culture and electronic. Based on some analyses upon several studies, it is found that the establishment of e-culture, on the one hand, requires the custom of utilizing information technology individually. This matter is what has been stated by some researchers, such as Patel and Rajendran (2005), Van Dijk (in Haan and Huysmans, 2003), Mitchel (2003), and Cvjetičanin and Ilzuk (2003). On the other hand, e-culture also requires the existence of cultural transformation in the organization or in the society. Such cultural transformation may happen when there is a transformation on the patterns of behavior with all its components and instruments and also changes in terms of society's mindset (Susanto, 2008).

Patel and Rajendran (2005:129) define e-culture as an increase in the use of electronic devices by individual person. Such improvement can be perceived as the growth of a custom in utilizing electronic devices. Meanwhile, Haan and Huysmans (2003:41) perceive e-culture as a new technology diffusion which is applied to a variety of purposes (especially information and communications technologies) and which has implications for a shift in attitudes, values, norms, and behaviors. In

addition, according to Dijk, the existence of e-culture is caused by four factors in the utilization of information technology. They are motivation, ownership, use and skills (Van Dijk in Haan and Huysmans, 2003).

Motivation, in this context, can be defined as a condition when there is a desire, a need, and there is no anxiety to access information technology. Then, ownership is defined as a context where there is a provision of devices and internet connection, either in the houses, offices, or schools. Meanwhile, use, in this context, is perceived as various utilizations of many provided possibilities. Then, the last, skills are the abilities to utilize and pack various things using digital media. On the other hand, Mitchell (2003:15) in his study states that there are four main obstacles in developing e-culture, i.e. cost, lack of access to the computer or internet, lack of time, and lack of skills.

Mitchell (2003:9) claims that "e-culture is a new culture which is oriented more on the information-and-communication-technology-based interactive digital application which is empirically related to some technical terms, such as knowledge, creativity, innovation, participation, and democraton. Besides, it is also intuitive in nature which means that it is easier to be used, easier to be accessed, and easier to be understood." Cvjetičanin (2003:3) argues that e-culture is a new cultural change as a result of the development of information and communication technology as well as an interdisciplinary link among culture, media science, and IT. He further explains that the development of e-culture in 1980s was getting faster. Moreover, the generations who were born after 1985 will be more familiar with the existence of internet and mobile phones.

The above explanations show that, basically, e-culture is closely related to the existence of technology, on the one hand, and culture, on the other hand. In terms of culture, according to Koentjaraningrat (1984:14), there are three forms of culture. Those three forms of culture are the specific activity system from patterned behavior (the second form of culture) with all its components. The components are norms and behaviors system (the first form of culture), and the equipments (the third form of culture) plus the people or the personnel who operate them. Meanwhile, in the scope of organization, organizational culture is divided into artifacts, espoused values and shared tacit assumptions. Artifacts are the things which, directly, can be seen, easy to be perceived and can

be responded emotionally, such as technology, patterns of behavior, symbols and rules. Meanwhile, espoused values are all supporting values which include strategy or philosophy and organization. Then, shared tacit assumptions are something which has been perceived as normal and which have been accepted as what they are (Bennis in Susanto, 2008).

RESEARCH METHOD

The object of this study was the government of Yogyakarta City in which the research locations were chosen on three sub-districts: Umbulharjo, Gondokusuman, and Jetis. They were chosen based on some considerations. Firstly, Umbulharjo sub-district is the largest sub-district in which its population is more than 79.000 people. This number shows that the population of Umbulharjo sub-district is the biggest in the government of Yogyakarta City. Secondly, beside its second-biggest population, the sub-district of Gondokusuman was chosen because it was the busiest sub-district. Meanwhile, Jetis sub-district was also chosen because it has the biggest number of educators and students, either school or university students.

The City of Yogyakarta was chosen as the reference to discuss e-government because the government of Yogyakarta City has been awarded many times for its achievements in implementing e-government, such as the First Winner of Government Website which was awarded by the Ministry of Communications and Information (*Kemenkominfo*) in 2004, the first winner of E-Government Award in 2005 and many other achievements. In addition, in terms of the upper organizational structure, according to *Kemenkominfo* (2010), the government of Special District of Yogyakarta was the second best in the aspect of e-government policy, institution, infrastructure, application and planning, while the government of East Java was the best one. Besides, empirically, the conditions in the government of Yogyakarta City are quite interesting and, in terms of culture, the assimilation between the people and the newcomers has occurred there, especially the young generations, i.e. the university students who have been acculturated with the local community. University students are the figures of young generations who are closely related to the culture of information technology utilization. Such condition is absolutely very interesting because the culture of utilizing information technology

TABLE I. THE APPLICATIONS OF ONLINE ADMINISTRATION SYSTEM IN THE GOVERNMENT OF YOGYAKARTA CITY

NO	APPLICATION NAME	ADMINISTRATOR INSTITUTION
1	Information system of sub-district/village monograph	Government Organization Unit
3	Village/sub-district profiles	Government Organization Unit
4	Information system of civil registration	Dept. of Population and Civil Registration
6	Information system of staff attendance	Information Technology and Telematics Unit
7	Information system of public health centers	Health Department
8	Information system of archive	Local Library and Archiving Office
9	Information system of salary	Office of Tax and Financial Processing
10	Information system of officialdom	Local Officialdom Unit
11	Information system of sanitation retribution	Dept. of Living Environment
12	Information system of markets	Market Management Department
13	Information system of funeral	Settlement and Regional Infrastructure Department
14	Information system of local asset	Dept. of Local Building and Asset
15	Information system of assainering retribution	Settlement and Regional Infrastructure Department

Source : Information Technology and Telematics Unit, 2012

and the students' knowledge on that aspect will influence the technology transformation in the society.

This was a qualitative study and the data were collected through in-depth interview, Focus Group Discussion (FGD) and analysis of related documents. The in-depth interview and FGD were done with some related government personnel and policy functionaries, either the leaders or the supporting personnel as the policy makers and policy implementer, in the internal government of Yogyakarta City as well as in its sub-districts and villages. In addition, the interview was also done with people in the social elements. The in-depth interview in this study was done by face-to-face meeting with the interviewees for several times to achieve similar or almost similar answers. Referring to the in-depth interview, Bungin (2001:110) states that in-depth interview is a method of collecting data or information by meeting the informants directly and it is done intensively and for several times.

The in-depth interview in this study was done with informants who come from many elements, such as the internal bureaucracy of Yogyakarta City government and the bureaucratic elements of the sub-districts, villages, and the elements of society. Meanwhile, the FGDs were done with the people inside and outside the government of Yogyakarta City. The internal ones were done in the room of Local Secretary, the Head of Department of Social, Manpower, and Transmigration (*Dinas Sosial Tenaga Kerja dan Transmigrasi/Dinsosnakertrans*), Complaint

and Information Serving Unit (*Bagian Unit Layanan Informasi dan Keluhan*), and Information Technology and Telematics Unit (*Bagian Teknologi Informasi dan Telematika/TIT*). On the other hand, the external FGDs were done in Umbulharjo Sub-district, Muja-Muju Village, Sanggrahan-Semaki Village by involving the village internet users organization, Gondokusuman Sub-district, Terban Village, Jetis Sub-district, Jetis Village, Bumijo Village, Gowongan Village, and Cokrodiningratan Village.

In terms of processes, this study was done through some procedures, i.e. identification and determination of the problem, data collection, data analysis, and drawing conclusion. The identification and determination of the problem was done by collecting preliminary information which was then classified and analyzed systematically in order to find the actual problems and phenomena. Then, the procedure of data collection was done by collecting primary data through FGD and in-depth interview. Besides, the secondary data were collected by analyzing the related documents. Then, the procedure of data analysis was done through data reduction, data presentation, and data verification. The data which had been analyzed then were interpreted in written form.

DISCUSSION

ONLINE ADMINISTRATION SYSTEM

The existence of e-government has been able to replace many kinds of manual system and mechanism

into the online and digital ones. Such condition, by some parties, is regarded as improving the performance efficiency, such as efficiency in time and cost. E-government have some elements: effective and efficient administrative service for the public and companies, transparent public administration system for government institutions, public easy-to-access information, simple governmental administration system and mechanism, and no discrepancy where all elements of the society can access and utilize the e-government (Carlo *et al.*, 2009:108). Based on the observations which were done in the government of Yogyakarta City, it is found that the programs of e-government have included the online administration system which can support the digital administration processes. Those programs are presented in the table 1.

On the table shown above, it is seen that information-technology-based administration system and mechanism have been available in the government of Yogyakarta City. The existence of those administration system applications, in fact, influence significantly in growing the effectiveness, efficiency, and new culture for the government personnel. One of the examples is the implementation of information system which is related to officialdom aspect, such as the information system of staff attendance which implicates on the minimal use of papers and which provides easiness for the leaders in monitoring his/her staffs. Empirically, such system also changes the employees' culture to be more discipline because they are forced to be punctual as their attendances are saved in the data base which then is presented to their leaders periodically. However, still, it cannot be denied that the performance quality cannot be measured by such attendance mechanism. Beside the implementation of officialdom information system, another information system which is related to employees' affair has also provided easiness for officialdom unit to analyze and set various policies, such as the policies of human resources development or in determining the staffs' occupation based on their educational level and their track record during they work in their own department.

This condition shows that the presence of information-technology-based administration system brings significant influence on the institutional performance efficiency. Besides, it also supports the establishment of personnel's performance professionalism which also supports a more transparent and accountable policy decision process. In relation to that matter, the staff of

Settlement and Regional Infrastructure Department stated that,

"A unified service mechanism through e-government is one of the government's administration reformation efforts"

This argument was given similar responses by some staffs in the Settlement and Regional Infrastructure Department. They are, generally, aware that the program of e-government is one of government's efforts to accelerate the administration processes or the services given to the public. The reformation of such administration system is empirically can be perceived as one of the government's steps to realize a more transparent, accountable, and effective climate where the information-technology-based system and mechanism are expected to bring easiness in the checking process or searching various documents. Related to this matter, in a discussion held in the room of Local Secretary, it is stated that,

"The information-technology-based systems which are packaged in the database have been eased the process of validation for various programs and the process of data documentation."

The participants of FGD in that room also agreed that the availability of online administration system has eased them in documenting many kinds of data which finally it eased them to work when there is an evaluation or audit, either from the internal or external institutions, such as from the central evaluation institution. Because of the availability of such online administration system, this study also found that the implementation of such system has supported the government of Yogyakarta City to gain an achievement from the central government as one of the local governments which is genuine without any exception.

The implementation of online administration system in the government of Yogyakarta City, on the one hand, has provided a benefit in the data documentation and data searching. This is what has been told by some staffs, including the staffs of Settlement and Regional Infrastructure Department (*Dinas Pemukiman dan Prasarana Wilayah/Kimpraswil*). However, on the actual, the presence of online administration is not accompanied by the personnel's readiness. This problem was stated by some staffs, including the ones on the Public Unit, Development Control Unit, and the Secretary of Department of

Industry, Trade, Cooperatives, and Agriculture (*Dinas Perindagkoptan*), and in Gondokusuman Sub-district. On the other hand, the implementation of online administration system also brings negative effects for some staffs. The implementation of information technology-based administration program has narrowed the working performance spaces and eliminated the old employees who are not capable of using information technology devices. In addition, the readiness of human resources is still limited, especially in the level of villages and sub-districts. The number of human resources who are capable of operating computer or internet is also very limited.

On the other hand, in fact, the implementation of such online administration system also brings negative effects for some personnel. This matter is revealed from the interviews which were done with some staffs where the real fact is found that the information-technology-based administration programs have narrowed some working spaces and eliminated the old generations who are not capable in using information technology devices. This condition was stated by the Secretary of Department of Industry, Trade, Cooperatives, and Agriculture (*Dinas Perindagkoptan*). He claims that:

"The implementation of information technology on the unified administration system has made the working performance becomes easier and faster. However, the human resources who understand and who are capable of operating those systems are still very limited because in this department there are many staffs who have been old enough."

The narrowing working spaces, as what has been stated in some interviews, are proved on some fields which are formerly done by some units or some personnel and now, along with the presence of technology, those fields can be done by fewer personnel which are more efficient. In long term period, this condition is, absolutely, can simplify the bureaucracy, grow the climate of information transparency, and enhance the effectiveness and efficiency of institutional administration process. The effectiveness of institutional administrative processes, after the presence of information technology, can be seen from the easiness in processing licences, either the administration processes within the institution or administration processes which are related to the public society as the users. Moreover, "the personnel as

well as the society, now, are easier in processing licences and other official documents because all the processes have been done using computers". This is the argument stated by one of the personnel who is also the society figures in the Sub-district of Gondokusuman Yogyakarta.

Various arguments and opinions as what have been explained above indicate that the online administration system has brought an effect on the performance and service effectiveness and efficiency. Empirically, based on the results of FGD, interviews, and the documents analysis on the implementation of online administration system as what have been explained before, it is proved that the government of Yogyakarta City has implemented e-administration which is packaged in e-government media. However, on the other hand, the real condition shows that the personnel preparedness is still limited. It means that the efforts of implementing e-administration has not yet accompanied with the the readiness of the government personnel.

The presence of information technology in the online administration system in question actually can improve the performance system and mechanism, simplify the bureaucracy, grow the climate of information transparency, and enhance the effectiveness and efficiency of institutional administration process. The effectiveness and efficiency in question can be seen from the easiness in processing institutional administration after the availability of information technology where many processes can be done faster, easier and punctually. Based on the findings stated above, it can be seen that the online administration system has brought a significant effect in creating an effective and efficient working performance as well as service processes. Thus, e-government can shorten the working/processing time, it is more economical, efficient, and capable of enhancing a better communication between the government and the public (Shahzad and Sandhu, 2007). Although the government of Yogyakarta City has applied such system, it is found that there are still some technical problems to achieve a successful program implementation. The problem of infrastructure readiness is not the main problem. It is the availability and preparedness of the human resources which become the main obstacles that should be solved to maximize the program benefits.

Online Information System of Public Services

Evans and Yen (2005:371) in their study say that e-government should be able to create a free information

flow which supports improvement in terms of knowledge, opportunity, and effective time consuming. However, on the actual, e-government is only used by certain people and it can be said that it spends a lot of cost but its efficiency level is low. On the one hand, this condition has been matched to the online information system of public services in the government of Yogyakarta City. The available system actually has been able to provide many kinds of information which can improve the opportunity and the effective relationship between the government and the society. However, because of the unpreparedness of the government personnel and the society, such system is no more efficient but it is highly cost. This consequence happens because the cost to provide the system and the bandwidth is not appropriate to the benefits brought by this program.

meanwhile the e-procurement is designed for the interested parties who want to join a tender. However, both of them still have the same focus, i.e. to provide easiness for the society in order to get the information they need. Before the existence of online information-technology-based system, any kinds of information were disseminated manually by using letters or through face to face communication. These ways are absolutely inefficient, either in terms of time as well as cost. As a solution, the presence of information technology has been able to transform such condition. Nowadays, any kinds of information, especially the information related to public services, have been presented through website media which can be accessed by all government personnel and public society. By using the website media, it is, surely, easier for the public to access any information needed.

As seen on the website that is complete and able to present a variety of information around the government of Yogyakarta like city facilities, information governance, information services, and city information. Various pieces of information have empirically made it easier for people to understand and comprehend several of information in Yogyakarta. At Department of Licensing for example, a variety of online services provided such as grafting Permit SAH (Rain Water Channel), IN-GANG Permit, Permit SAL (Sewerage), TDG (registration Warehouse), TDP (Company Registration Number), Permit Transport, Research permit and Job Training (PKL), Business Permit Construction services, Film Shooting permits, Business Licenses Hotel and Lodging, Business License "restaurant, restaurants, dining, and catering services", and others.

The information presented in website media can be as complete as possible and the website media can also accommodate many different kinds of information at the same time. Besides, the employment of website media also makes the information dissemination from the government to the society faster and easier. The website also makes possible various information presentations including the information other than the matter concerning the government of Yogyakarta City, such as linkage to the Department of National Development Planning (*Bappenas*), online student registration, and many more. It indicates that the government of Yogyakarta City has been cared to provide the information needed by the people. This finding is gained from the observation done in the Licensing Department where



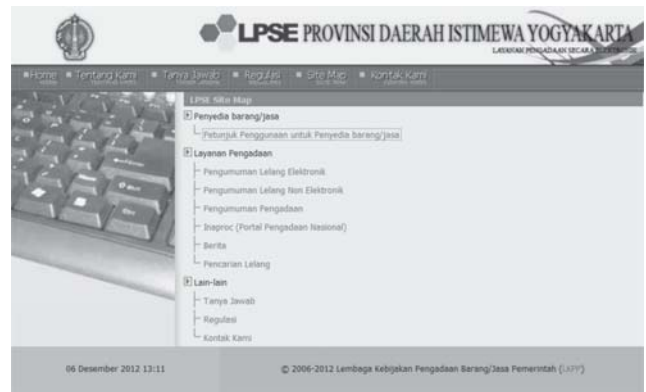
Empirically, the implementation of online information system of government-to-public services can be differentiated into two types, i.e. service information through website media and through e-procurement program. Both of them have different segment. The website media is generally designed for public society

the writer got some supporting data which indicate that there has been revitalization in information dissemination from manual way to another one which is online and unified based on the information technology. However, it can also be seen that some people have not yet found the optimal benefits of the website.

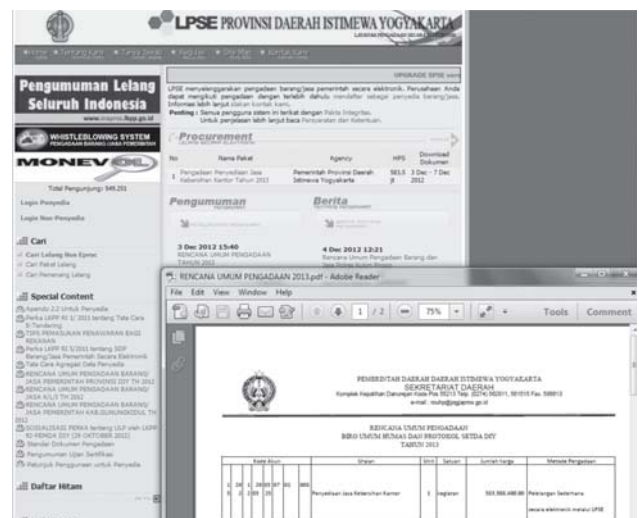
Some people, even, have never opened and accessed the website of Yogyakarta City government because of various reasons. One of the reasons which make them have not yet accessed the website is related to the knowledge and benefits which will be gained. They also have not yet ready to utilize the e-government. Besides, the information which is presented has not yet matched to the one they need. This fact is absolutely interesting to be put into concern where many people acknowledge that the facilities provided by the government, indeed, can disseminate any information fast, easily, and economically. However, because there are still some limitations, its utilization is not yet optimal. Thus, it would be better that some important things need to be considered in order to support the effectiveness of such program. Those things are institutional (the governance system), organizational (the government institution and functionaries), and the information technology (Purbokusumo and Utomo, 2009).

Meanwhile, for the e-procurement media, which is related to the practice of online goods and services provisions, it can be said that the existence of such program is also need to be observed to see how well it is implemented and whether there have been online transparency and communicative interaction or not. Initially, this program existed as a response of many variances, especially in the process of goods and services provision in the government of Yogyakarta City. The legal basis for the implementation of e-procurement program is the Republic Indonesia Presidential Decree Number 80 of 2003 about The Operational Guidelines of Governmental Goods/Services Provisions in order to create a transparent, accountable, effective, and efficient goods and services provisions. To follow up the Presidential Decree in question, the government of Yogyakarta City has also set Yogyakarta Mayoral Regulation Number 56 of 2010 On The Change of Yogyakarta Mayoral Regulation Number 137 of 2009 about The Operational Guidelines of Electronic Goods/Services Provision on the Electronically Service Provision (*Layanan Pengadaan Secara Elektronik/LPSE*) of Yogyakarta City. The following

procedures are provided on the work scope in Yogyakarta government based on the existing system as depicted on the Menu Site Map E-Procurement as follows.

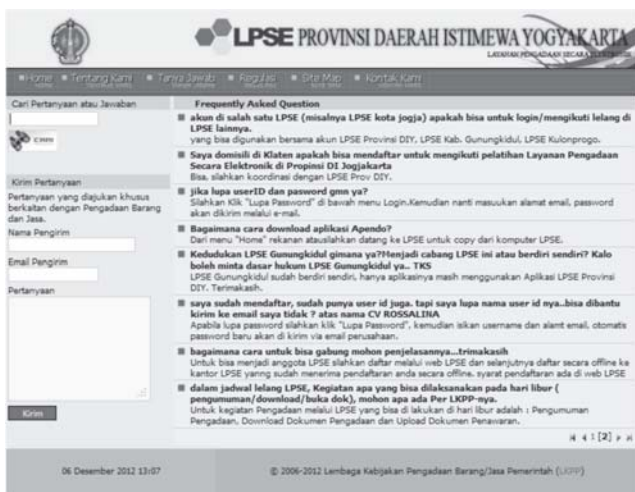


The figure above shows that the e-procurement sites map where consists of the menu of goods / services, procurement services, and other menus. The third fusion menu is intended to guide the bidders, so that they can find information and procedures for the bidding process. This guide is indispensable in order to create uniformity in the various filing requirements have been determined. On the menu of e-procurement site map at the auction included a sub-menu containing the substance associated with auction information and various documents that can be accessed and downloaded by the public, especially those who are interested to participate in the tender process. Illustration of the auction menu can be seen in figure Website Auction (E-Procurement) following Yogyakarta City Government.



In the picture above, it appears that the tender process was carried out digitally, either in the process of information provision and verification of the documents bidders. In addition, e-procurement program also includes a variety of regulatory or statutory basis relating to the procurement process. This proves the existence of the government's efforts to create a climate of democracy, transparency, and accountability. An effort to create a climate of democracy through the medium of e-procurement is evident from the debriefing menu contained in the e-procurement website. The debriefing menu allows for communication between the two sides were digitally can be followed by all users. Illustration debriefing menu in e-procurement program can be seen in the following figure.

The Government's efforts in the aim to create a climate of transparency through e-procurement program media seen from the space for the government and bidders to communicate and conduct tender processes such as filing documents is done digitally and can be known by all parties, including the public. Through this process, in the end all parties, including the public will be able to know the reasons why bidders win or lose. The government's efforts to create a climate of accountability visible and transparent process documents that can be accounted for.



The e-procurement program is designed as an online auction media to ease the tendering process and to prevent the actions of corruption, collusion, and nepotism. Through the e-procurement, many kinds of auction processes are done digitally which simplify the process because the government and the tender participants do

not need to meet each other directly. It may minimize the action of intrigue between the two parties. Besides, all the data can be presented transparently. Thus, the existence of e-procurement has eased and aroused a new culture which is more transparent, effective, and accountable which can minimize the action of corruption, collusion, and nepotism.

Online Government-to-Public Interaction System

The implementation of e-government empirically has supported the governmental transformation to achieve better and more democratic governance. It means that e-government makes possible two-way communication between the government personnel and the public society. Sharon, upon this case, states that the interaction between the government and the society through e-government is called as e-democracy (Sharon in Shahzad and Sandhu, 2007) which is a base to form e-society (Heeks in Ndou, 2004). The government efforts to realize a transformation in order to achieve better and democratic governance through online media was implemented by the government of Yogyakarta City in Unit of Information and Complaint Services (*Unit Pelayanan Informasi dan Keluhan/UPIK*). This UPIK website is designed to make people can deliver any complaints or suggestions around or about the government of Yogyakarta City. All those complaints and suggestions will be responded by the government through the website or they will directly observe the places as what have been reported.

The existence of UPIK website, indirectly, makes the distance between the government and the society is no longer apart. This is a kind of breakthrough for the establishment of a new culture in the governance system, especially in terms of government-to-public relationship where the people do not have to come to the office to deliver their problems. Besides, this program is also one of the evidences, that there has been government mindset transformation to form a more rational mindset in the society where they will willingly deliver their opinions to the government. However, based on the observation of the responsiveness level which has been recorded in UPIK server, it is found that the online communication between the government and the society is still in the low level. It is caused by several matters and some of them are the late and minimum responses of the government upon the public complaints and suggestions. Besides, the unpreparedness of the society to utilize that

media is also another problem.

The data of complaints and suggestions, as what have been recorded in the UPIK server, are in fluctuation condition and the custom of utilizing website by using computer which is connected to the internet is still limited compared to those who accessed the website through mobile phone. The data on UPIK server in February 2012 also show that government response upon people's complaints are still displeasing as there are 116 services which have not yet responded and queued to be responded in the next month. This case, actually, should be easily solved as, logically, those complaints can be responded directly and simultaneously by the government personnel because this is an online communication.

The decreasing level of government responsiveness directly strengthens the study of Kumorotomo (2012:9) which found that, in the beginning, everyday there are more than 200 messages came into UPIK with various issues that existed and developed in Yogyakarta City. However, the people are, in fact, unwelcome to the employment of such technology, especially when they found that their complaints and suggestions which have been delivered are only stored and there is no follow-up actions. When the people realize that the system of 24-hours UPIK service relies more on automatic answers from the computer program, the intensity of the interaction or dialogue between the people and the local government personnel decreased.

The UPIK program, on the one hand, is very beneficial because it is designed as an online program which makes the simultaneous and no-distance interaction between the city government and the society possible. However, on the other hand, its employment is still limited compared to the number of people. It is caused by the unfamiliarity of people in employing UPIK and the lack of socialization from the government on the utilization and the significances of UPIK toward the public society. This phenomenon also shows that the people's low interests to utilize the government facilities are influenced by their own awareness and readiness. In implementing e-government, the human resources preparedness, the availability of information technology, and technology-literate government personnel and society are needed (Jubaedah, 2003).

The biggest problems in the implementation of e-government lie in the aspect of culture, leadership and infrastructures (Kumorotomo, 2012). This opinion is in

line with what has been stated by Indrajit (in Ratna, 2004) that, on the actual, the implementation of e-government in a certain country or region requires the availability of communication infrastructure, the utilization of information technology by the government, the readiness of human resources in the government, the availability of fund and budget, legal instrument, and paradigm transformation. Therefore, socialization for the people needs to be done in order to encourage them to be ready and capable of maximizing its benefits. In addition, the government personnel readiness needs also to be improved as this is one of the main keys of e-government success.

THE SUPPORTING ELEMENTS FOR E-GOVERNMENT TRANSFORMATION

Basically, the implementation of e-government is related much to the government's goal in enhancing the organization productivity. In relation to that matter, Turnip (2003:64) states that various innovations and high productivity can be achieved if the organizations of governmental bureaucracy have knowledge and it will only be realized if it has knowledge workers; in which, in its development, the bureaucracy will refer more on the knowledge and skills with team-work as its demand; organizations, in the future, will no more be acquainted with the limit of room and time in having cooperations. This is known as *no limits to cooperation*. Organizations, in the future, will face the hard flow of globalization with its elements, i.e. ethnoscap, mediascapes, technoscapes, finanscapes, and ideoscapes, where all cultures will be integrated in a global order (in Abdullah, 2007).

On the actual, in implementing e-government, the aspect of process reform, leadership, strategic investment, collaboration, and civic engagement is needed (InfoDev, 2002). The first element, process reform, is related to the process of reformation that happens in the government in accordance with the implementation of e-government. It is also stated that the program of e-government is a new governance form which bridges the relationship between the government with all its staffs and the society. Besides, the existence of e-government, basically, may create an effective, efficient, and transparent working performance. In relation to that matter, the planning and the implementation of a good, quality, and right e-government will be able to find some reliable solutions to revolutionize many processes in the governance. The

research findings of InvoDev (2002) in India show that the implementation of e-government to create a custom of transparency was done through publishing the names of functionaries who involved in corruption scandals, bribery, and extortion which can be directly accessed by the public. This way, in fact, brings a significant effect in causing the bureaucracy reformation.

The second element, leadership, is related to the leadership method where the leaders willingly want to understand and to support the implementation of e-government program. The success of e-government implementation is influenced by political figures that are strong and visionary who can guarantee the implementation of long-term programs. The leadership element should be fulfilled by a unifying figure who is capable of creating a communicative climate where the majority elements around him/her will also support the programs that have been planned.

The third element, strategic investment, means that in implementing e-government, the government should consider the strategic lines that can be developed. Those lines include the development of e-government facilities involving the realization of e-government elements. The government should clearly look at the programs which can enhance the transparency and public participation in the governance and also programs which may simplify the bureaucracy in order to make it more effective and efficient.

The fourth element, collaboration, means that the government should explore and find new relationships or cooperations with many governmental institutions and also private sectors to guarantee the quality and accessibility of e-government. The implementation of e-government will support the growth of inter-portal websites within the e-government with other institutions' websites which finally it can create an intellectual communication through online media. The data in e-government are the ones which have been networked in online communities so that it can be utilized by various parties.

Meanwhile, the last element, civic engagement, means that the success of e-government depends on the public involvement. Therefore, the effort of supporting public involvement are very important. E-government should be oriented on the programs which may provide a better social life, either in terms of information access or other governmental services.

The government, as the one who set and implement

the regulations, has a role to organize and create a conducive climate in implementing the information technology, especially e-government, through some relevant policies. Meanwhile, the government's roles as the creator and the announcer of public services information can be regarded as the role in creating the model and also the content of information which will be made in the online media in order to transform the culture of manual to modern custom which is managed by the government based on the utilization of information technology or e-government. Empirically, it can be said that e-government is one of the means to change the order of traditional government system into a better modern government system.

Another government's role related to the program of e-government is the role as the supporter of website utilization. The government, in this case, has to support the people for being aware of utilizing e-government as a media to communicate interactively with the government. Through such interaction, it is expected that in the future, an equality will be achieved where the government and the public controls each other and where all systems and mechanisms are transparent which finally may bring good governance. Meanwhile, the government's role as the supporter of the utilization of information technology for administration process is the government's role in supporting the implementation of administration system and mechanism in the institutions. Indirectly, this condition will bring some effect on some improvements in order to achieve better and advanced institution. Related to the utilization of information technology for administration process, according to Patak et al. (2008:75), the failures in several information-technology-based-projects are caused by the inadequacy of capacity and the unstable political condition. To overcome those problems, a compatible and proper technology supported by the government's capability in doing system transformation is needed. Therefore, e-government transformation, on the one hand, needs the government's role in terms of process reform, leadership, strategic investment, collaboration, and civic engagement (InfoDev 2002). Meanwhile, on the other hand, the government's role is also needed in setting the regulation, law, policy, and the stakeholders' responsibilities (Earl in Indrajit, 1999).

The success of e-government, on the one hand, is influenced by the involvement of leadership and society

elements, as what has been stated by Shahzad and Sandhu (2007), and also Wahid (2007). However, on the other hand, the success of e-government also requires the synergy between the developed system procedures and the government preparedness as the governance organizer. That statement is in line with the research findings of Harimurti (2007) about the implementation of e-government in the government of Yogyakarta City which found that the implementation of e-government of Yogyakarta City is still in the step of one-way information from the government to the public and there is no opposite interaction. However, the information structure in the website has been talked about the efforts to improve public services and it refers to the ways of achieving good governance principles. The significance of government's involvement in developing e-government is also shown by Purbokusumo and Utomo (2009:258-259), where, in their study they talk about the ways British government implemented the program of Local Government Modernisation Agenda. This program has been succeeded in creating 70 types of services with 10 different transactions. This success is, in fact, supported by local leaders who hold a strong commitment to support the local staffs and functionaries to use online electronic media. In short, there are three important domains which should be thought carefully in developing e-government. They are institutional (the governance system), organizational (the government institution and functionaries), and the information technology.

THE IMPLEMENTATION OF E-GOVERNMENT IN YOGYAKARTA GOVERNMENT ENVIRONMENT.

The forerunner of the implementation of e-government in Yogyakarta City Government has started since the establishment of the city of Yogyakarta KPDE which was established on October 25, 1999. At first system built is still internally based electronic data management, these conditions continue to evolve in line with technological developments. However, stretching towards the development of e-government is fast enough new look in 2009. In that year, the government to revamp the organizational structure by changing the Regional Information Agency (BID) to Section Telematics and Information Technology with the principal task of developing information technology, including e-government develop continuously to support the purposes of the entire Regional Working

Units (on education) in the local government area of Yogyakarta. This was confirmed by the Head of Information Technology Hardware and Telematics (TIT) Yogyakarta City Government. He argues that:

"The development of e-government in Yogyakarta done gradually and continuously, especially starting in 2009".

It was also said that, e-government continues to be developed in order to facilitate, simplify, and speed up performance as well as government services to the public. In connection with this, the Government of Yogyakarta has put the program in the realm of communication and informatics affairs program, which is described through various development programs of communication, information and mass media, as well as assessment and research program in the field of communication and information. In addition, the City of Yogyakarta also has established relationships with several external parties, including the University of Gadjah Mada (UGM) is chosen as a drafter in preparing the master plan of the development of e-government of Yogyakarta City Government.

The Stages of e-government development, it is empirically also evident from the increasing number of computers in the City of Yogyakarta. Number of computer devices in the year 2009 as many as 577 units and in 2010 as many as 747 units. But in 2011, the number dropped to 599 computer units, this is due to the rejuvenation program by eliminating the old type of computer that is no longer able to be used properly. While in the interconnected aspects of internet bandwidth increased from 8.5 Mbps in 2011 to 12 Mbps in 2012. Improved facilities can be seen in the following table.

DEVELOPMENT OF INTRANET AND INTERNET BANDWIDTH USAGE IN THE CITY OF YOGYAKARTA

NO	YEAR	BANDWIDTH	
		INTRANET	INTERNET
1	2009	6 Mbps	512 Kbps
2	2010	8 Mbps	1 Mbps
3	2011	8,5 Mbps	1 Mbps
4	2012	12 Mbps	1 Mbps

Source: Telematics and Information Technology Unit, 2012.

**THE KNOWLEDGE SKILLS IMPROVEMENT PROGRAM IN INFORMATION TECHNOLOGY SCOPE OF
YOGYAKARTA CITY.**

NO	YEAR	KINDS OF PROGRAMS
1	2003	<ul style="list-style-type: none"> Two civil servants are sent for studying of D3 Seminar and computer course (visual. Graphic, web programmer, technician, staff computer, and internet for the head of work unit, and staff. Computer seminar.
2	2004	<ul style="list-style-type: none"> Four people are sent for studying of D3 of Computer. Courses and seminars computer (visual, graphic, web programmers, technicians, office computers and internet structural, computer and internet office staff, Computer Seminar.
3	2005	<ul style="list-style-type: none"> Courses and seminars computer (visual, graphic, web programmers, technicians, office computers and internet officials and staff, Seminar.
5	2006	<ul style="list-style-type: none"> Courses and seminars computer (visual, graphic, web programmers, technicians, office computers and internet staff, Computer Seminar).
6	2007	<ul style="list-style-type: none"> The Increased administrative office service activities (D3 Computer help support education, human resource development in the field of IT, the purchase of books in the field of IT).
7	2008	<ul style="list-style-type: none"> IT training and development activities for structural and some support staff.
8	2009	<ul style="list-style-type: none"> IT training and development activities for structural and some support staff.
9	2010	<ul style="list-style-type: none"> IT training and development activities for structural and some support staff.
10	2011	<ul style="list-style-type: none"> Event management and development of information technology.
11	2012	<ul style="list-style-type: none"> Event management and development of information technology.

Source: TIT, 2012.

In the table above, we see that increasing interconnection between users have done, albeit relatively no drastic improvement. It happened because the interconnections that exist only on education, and not touching spaces or public facilities in the community. Yogyakarta city government focuses on the interconnection of new online services at any SKPDs. The bandwidth of an increase in the supply side of the continuous on-line intranet, but on the side of the Internet bandwidth no additional meaning and still 1 Mbps since the year 2010 until 2012. This shows that there is more performance involves connectivity between units / internal parts in the City of Yogyakarta. In addition, increasing the amount of bandwidth on the Internet connection shows the seriousness of the government to implement a system that relies on technology in order to keep abreast of world and global competition.

Besides the addition of internet connections means of support, efforts to achieve technological literacy is also done through a variety of computer training on an ongoing basis. So far, the City of Yogyakarta has run a program to improve the knowledge and skills to use information technology, as illustrated in the table.

The Exposure of data as set in the table above, suggests that the realization of technological literacy efforts have been made by the government through the transformation of the Internet or intranet access facilities through the addition of bandwidth, and through increased knowledge and education on information technology. Such efforts are an attempt to promote information technology in the scope of government in particular and society in general. This condition may have implications for the formation of e-culture to the apparatus so that the service to the community goes well according to need.

CONCLUSION

There are three important things that can be found in the implementation of e-government on the governmental service system. Firstly, by implementing this program, an open and transparent service is provided for the society so that time effectiveness and efficiency can be realized. The people no longer need to join a queue to access the information from the government. The services provided by the government bring much easiness and maximal services.

Secondly, the implementation of e-government, although it transforms the procedure from manual-based to electronic-based services, it still gives the best and friendly services to the people. The government is no longer need to go to some remote areas, which needs a lot of time, to socialize the government programs. The same purpose can be done by providing the information in electronic media. E-government eases the users to access any kinds of information as much as they need without coming directly to the offices of the city government. This facility also simultaneously gives opportunities and easiness for any elements of the society to know the governmental programs which are formerly difficult to be accessed.

Thirdly, through e-government, the interaction between the government and their people can be realized, although it is only done in the cyber media. Physical meeting has not yet realized, however, through such kind of program, service provision for the public society can be done in a relatively short time which is then more efficient. The presence of electronic-based program has solved many problems and provided a solution upon the long distance and time needed to access any kind of governmental information which as what have been complained by the people.

On the one side, it is stated that e-government is very important to support an effective and efficient working performance or to maintain a good interaction between the government and the people. However, on the other hand, it is also acknowledged that such condition will be achieved when there have been government readiness, infrastructure, and the custom of utilizing information technology, which is commonly known as e-culture. To achieve a successful implementation of e-government as what has been planned, the synergy among all elements of the government and society is needed in order to get a good response, especially from the public people as the

ones who have been given such service.

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LAWS AND REGULATIONS:

- Republic Indonesia Presidential Decree Number 80 of 2003 on The Operational Guidelines of Government Goods/Services Provision
- Yogyakarta Mayoral Regulation Number 56 of 2010 On The Change of Yogyakarta Mayoral Regulation Number 137 of 2009 About The Operational Guidelines of Electronic Goods/Services Provision on the Electronically Service Provision (*Layanan Pengadaan Secara Elektronik/LPSE*) of Yogyakarta City.